
Twin Falls/Cassia Resource Enhancement Trust

**Submitted to:
Idaho Federal Lands Task Force Working Group**

Twin Falls/Cassia Resource Enhancement Trust

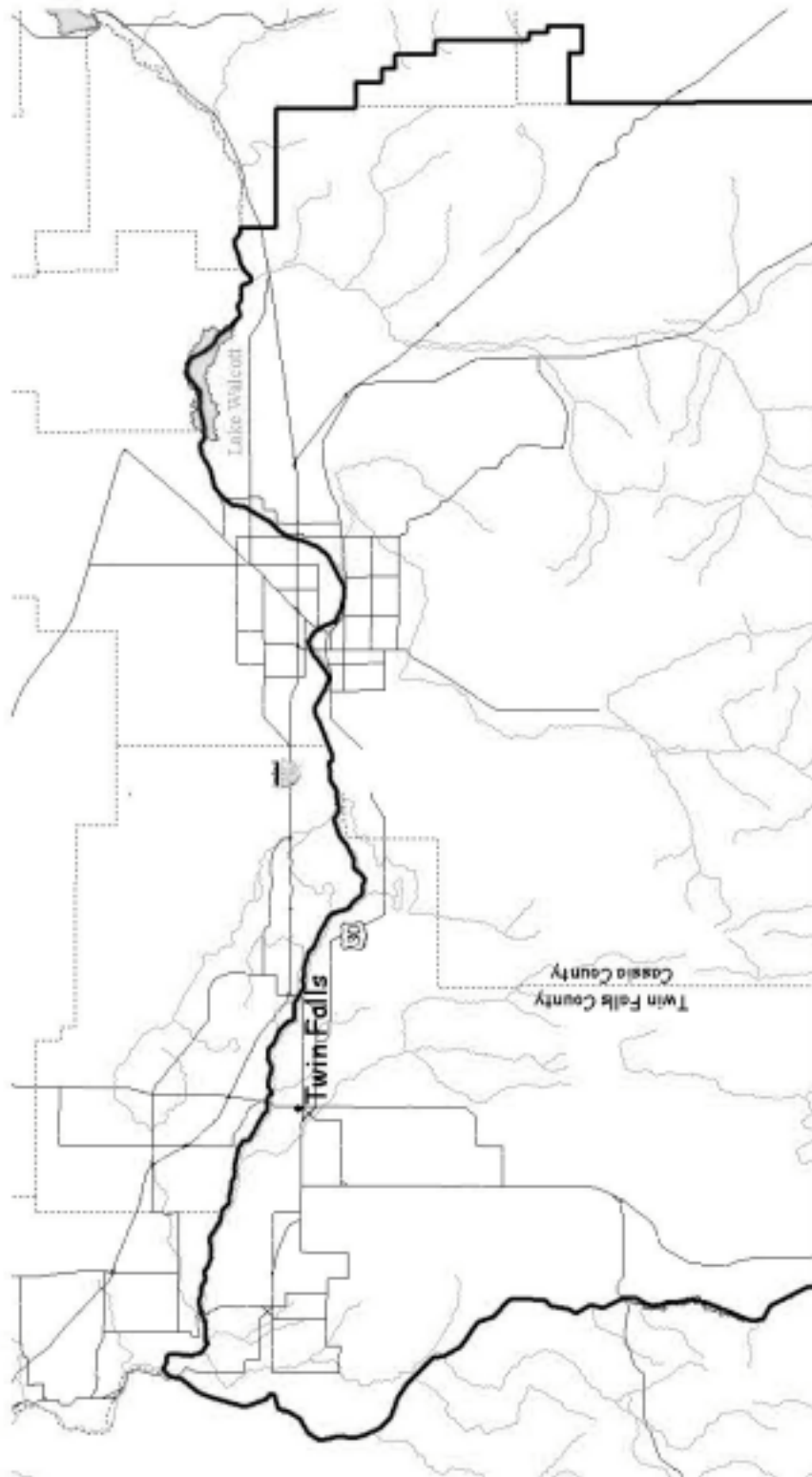


Table of Contents

EXECUTIVE SUMMARY	153
INTRODUCTION/PURPOSE STATEMENT	154
THE PROPOSED AREA	158
Description of the Proposed Pilot General Boundary	158
Size and Magnitude of the Proposed Area	159
Land Use Within the Pilot Area	160
Environment	160
Communities	161
Population	162
Economy	162
PROPOSED PILOT MECHANISMS	164
Assumptions in Pilot Project Proposal	164
Pilot Trust	164
Elements of the Trust	166
Parts of the Trust	167
Management of Pilot Trust	171
Proposal Term	171
Fiscal Functions	171
Management Direction	172
Public Participation	173
Staffing	173
Facilities And Equipment	173
REVENUE AND EXPENSE SUMMARIES	173
Existing Federal Proforma (Bureau of Land Management [BLM] and Forest Service [USFS])	175
Potential Revenue and Expense Summary	176
Comparisons	177
PROPOSAL STRATEGIES	178
Management Strategies	178
Economic Efficiencies	179
CONCLUSIONS AND RECOMMENDATIONS	179

EXECUTIVE SUMMARY

The Twin Falls/Cassia Resource Enhancement Trust will enhance environmental quality, recreation use, and long-term stability of local communities. A trust accomplishes this through the principles of clarity, accountability, enforceability, and perpetuity. Trustees would represent national, state, and local interests. Federal and state agencies would operate in a coordinated and efficient management structure. Public involvement in resource management decisions would be through a collaborative group of local interests. Beneficiaries of management entities would represent the interests of local communities, users of resources (water, wildlife, range, etc.) and future generations.

Twin Falls/Cassia Resource Enhancement Trust

Area: 1.3 million acres (51% BLM and 49% USFS)
457,418 acres of the BLM Twin Falls Resource Management Area
214,462 acres of the BLM Burley Resource Management Area
632,120 acres of the USFS Twin Falls and Burley Districts, Sawtooth National Forest

Goal: Provide sustainable use and enhancement of local ecological assets while balancing established and emerging cultures.

In July 1998, the Idaho Federal Lands Task Force completed its report and presented its findings and recommendations to the Idaho State Board of Land Commissioners. The report, *New Approaches For Managing Federally Administered Lands*, was accepted by the Land Board.

In March 1999, the Idaho State Legislature passed House Continuing Resolution (HCR) 8 which endorsed the Task Force Findings and Recommendations, supported further implementation actions be taken by the Board of Land Commissioners, and urged that action be taken by the United States Congress.

In September 1999, the Board of Land Commissioners appointed a Federal Lands Task Force Working Group and authorized it to develop pilot project proposals. The Twin Falls/Cassia Resource Enhancement Trust is one of five such proposals being presented to the working group for consideration.

In full acknowledgement and agreement with the findings and recommendations of the Federal Lands Task Force Report, a wide consortium of Twin Falls County and Cassia County, Idaho, residents have joined together in a collaborative effort and present this proposal to the working group for its consideration. Their purpose is to propose the establishment of a pilot project based upon a combination of federal range and forested land components in order to experiment with a management alternative to the existing federal management systems now in

place. It is a unique opportunity to implement the much-discussed single-administrative approach to the current federal system which houses BLM and USFS in separate departments.

This group feels strongly that the biggest problem with the current approach to federal land management is that there is no room allowed for on-the-ground decision-making nor flexibility in management. This approach threatens environmental quality, limits recreational use, and creates an unstable situation for local economies and multi-generational family businesses.

The specific mission of the Twin Falls/Cassia Trust is to provide sustainable use and enhancement of local ecological assets while balancing established and emerging cultures.

Stability is the outcome most desired from the foundation of long-term resource management in this area. After careful consideration of the three action alternatives as proposed and described by the Task Force, the trust alternative was chosen as the basis for this proposal. The four principles forming the foundation of a trust, clarity, accountability, enforceability, and perpetuity, provide the major incentives for choosing this alternative.

Coupled with these four principles, the trust alternative has a major added advantage. A trust is a legally defined entity and its establishment permits that its structure and mission cannot be changed without legal action and significant effort. Therefore, the proponents of this proposal feel confident that the establishment of a trust is the best alternative for use in this pilot area and that it has the best chance for reaching the desired outcomes. This pilot proposal is unique for numerous reasons including:

- ✍ The establishment of Trustees in such a manner so as to provide that national, state, and local interests are represented.
- ✍ An alteration and expansion of the public participation process by establishing a collaborative element in the body of a Local Steering Committee to work in concert with both the Manager and the Trustees.

This pilot proposal includes significant changes to the current federal system. These changes include:

- ✍ A combination of local, state and federal agencies into a single coordinated, efficient management structure;
- ✍ A business management philosophy to be employed and fiduciary responsibility and accountability ensured;
- ✍ The establishment and utilization of a collaborative local steering committee;
- ✍ The employment of verifiable sources of scientific and economic knowledge;
- ✍ Incentives for public volunteerism and management participation.

The Twin Falls/Cassia Resource Enhancement Trust proposal is presented in the belief that it meets the seven functional objectives proposed by the Federal Lands Task Force.

INTRODUCTION/PURPOSE STATEMENT

In 1901, President Theodore Roosevelt recognized that the forest reserves established in 1891, now the national forests, were a good investment for the nation, and their usefulness could be increased by “thoroughly businesslike management.”¹ Nearly a century later, many of the people of Idaho have come to the conclusion that President Roosevelt’s original vision for the future of western public lands has been unrealized. More importantly, they believe that the simple principles implied within his vision statement have been almost totally forgotten. Indeed, large numbers of people nationwide have similarly expressed the belief that a century of evolving federal land management systems has resulted in a virtual management stalemate more often referred to as “gridlock.”

It is widely perceived that the present federal land management system has failed to achieve even a small semblance of the President’s original vision. Federal land management system “gridlock” is thought by many to be seriously and detrimentally affecting the quality of the environment and the sustainability of the many resources derived from these lands. Simultaneously, while the system in place today is charged with managing, sustaining, and protecting the environment and all its resources, it is perceived to be dysfunctional to such a degree that it actually fosters many adverse economic and social effects as well.

These two compounding negative effects are being experienced most often and most adversely in those areas and communities directly connected to the federal lands of the west. Certainly, this describes much of the State of Idaho.

On April 30, 1998, in testimony given before the Senate Energy and Natural Resources Committee, ex-Chief of the United States Forest Service, Jack Ward Thomas, described the actual federal land management situation of late 20th century as follows:

“The management of these lands is approaching ‘gridlock’ for a number of reasons. The primary cause is the crazy quilt of laws passed by the different Congresses over a century with no discernable consideration for the interactions of those laws. The total of the applicable law contains mixed mandates, and produces mixed and confusing results. This is compounded by myriad court decisions that sometimes confuse more than clarify. It’s time to deal with this problem in a comprehensive fashion.”

The contrast exhibited between what the President envisioned and what the Chief described as the actual case is striking, to say the least. Indeed, it has fostered grave concerns for the people of Idaho. Certainly, our national lands have come a long way from what was originally perceived as “could and should be” to “what actually is” today.

In 1996, the State of Idaho, Board of Land Commissioners, appointed a task force and charged them with examining federal land management in Idaho. The draft charge specifically stated:

¹ *Breaking New Ground*; Gifford Pinchot; Harcourt, Brace: New York, 1947.

“There is considerable discussion throughout the western states, and many other states as well, about the purpose of federal lands, and how that purpose can best be achieved. Often, the conversation turns to the question of whether the various states could better manage selected federal lands. Could the various states manage “federal lands” more economically, and more to the benefit of the people who are dependent on the federal lands for jobs, goods, and services.”

After nearly two years of study, consideration, testimony, and debate, the task force issued their findings and recommendations to the Land Board in July 1998. Their report, *New Approaches For Managing Federally Administered Lands*, produced two significant findings:

“The current processes of federal land management have resulted in uncertain decision making, destabilization of resource dependent communities, and deterioration in environmental quality on federal lands. In short, the system is broken.”

“Significant changes to these processes are necessary. The changes proposed in the Upper Columbia River Basin Draft Environmental Impact Statement are not adequate.”

Obviously, much of what the task force found in the course of its work substantiated very closely what ex-Chief Thomas succinctly stated before Congress. A description of the problem was likewise well articulated in the task force report (page 6, 3.0 Problem Statement). More importantly, however, the task force charge required that it not only study the problem, its causes, and the deficiencies of the current system, but also was charged with examining what possible alternative methods of management might be crafted in any *genuine* attempt toward solving its many problems.

Idaho Senator Larry Craig recently wrote in the *Alliance for the West*, Winter 1999 newsletter:

“...All of these factors have led to an explosion of down-home creativity in solving public lands conflicts through consensus-based approaches throughout the West and, increasingly, in other parts of the country. This exciting future is evolving as solutions emerge from local efforts to achieve a sustainable balance between people and their land. The success of this movement will retain the best of the national environmental ethic forged in the last few decades, while focusing this ethic through creative solutions.”

The Idaho Federal Lands Task Force effort is one of the “down-home,” creative efforts the Senator mentioned. From the issuance of its original draft charge to the publication of its final report, the purpose of the task force, with Land Board approval, necessarily evolved during the course of examining the issue at hand. The draft charge *evolved* from an original version that called for determining whether the states could manage the lands better into a work that considered several alternative methods of management, regardless of which institution was actually charged with the management.

This significant evolution in task force charge came about as a result of the thoroughly examined issues and key elements of the current state and federal land management systems in Idaho. Task force debate, statewide testimony, and serious collaboration efforts yielded the following results:

First, the task force adopted three significant *principles* to be used for developing alternative solutions. They are:

1. The ownership of federally administered lands will not be transferred to the state.
2. A variety of uses will continue on federally administered lands currently managed for multiple use.
3. The public will be involved in the decision-making process.

Second, the task force debated and arrived at seven *desirable outcomes* that were determined to be common to all members of the current debate. They are:

1. Environmental quality will be maintained and enhanced.
2. Fish and wildlife habitat will be enhanced.
3. Community stability and resiliency will be enhanced.
4. Land management agency budgets will be stabilized.
5. Resource management decisions will be made more efficiently, effectively, and will produce more certainty and accountability. Local federal land managers will be given greater flexibility in decision-making.
6. Federally administered lands will be managed in a fiscally responsible manner.
7. Management of federally administered lands will be scientifically based to the greatest extent possible.

Third, applying these desirable outcomes, the task force crafted seven *functional objectives* to guide the task force process. They are:

1. Involve the public.
2. Streamline and localize decision-making.
3. Protect water quality.
4. Base management on formalized plans.
5. Protect species.
6. Stabilize agency budgets.
7. Stabilize communities.

Fourth, the task force recommended three *alternative systems* of management for the Land Board to consider. They are:

1. Trust alternative
2. Collaborative alternative
3. Cooperative alternative

Last, the task force recommended that the State of Idaho, Board of Land Commissioners, *pursue a pilot project(s) testing one or more of the action alternatives for federal land management.*

In full acknowledgement and agreement with the findings and recommendations of the Idaho Federal Lands Task Force Report, a wide consortium of Twin Falls County and Cassia County, Idaho, residents have come together in a collaborative effort. Their purpose is to propose the establishment of a pilot project on a combination of federal range and forested land components of the State of Idaho in order to experiment with an alternative to the existing federal management system.

This proposal is being presented in a genuine fashion supported by honest motives. The purpose is to accomplish the goal of breaking “gridlock.” It is presented in full recognition that a continuance of the status quo can only serve to impose additional negative effects directly upon the environment and the people of this area. In that same vein, neither can a continuance of the status quo be expected to serve the best interests of the American people in the long run.

Strongly ingrained community attributes, natural instincts, and sense of values could be effectively and positively employed in any effort made toward accomplishing much of what President Roosevelt envisioned so many years ago. Likewise, in order to deal with the problem, which was so eloquently described by Chief Thomas, the members of this community make this proposal.

THE PROPOSED AREA

Description of the Proposed Pilot General Boundary

This proposal advances an experimental area embracing all of Cassia County, most of Twin Falls County, and parts of both Power and Oneida Counties in the State of Idaho. This boundary closely conforms to the current federal land management agency administrative boundaries for both the south half of the Sawtooth National Forest and all of the BLM’s Burley Resource Area.

Beginning at the confluence of Salmon Falls Creek and the Snake River in the northwest portion of Twin Falls County, the proposed northern boundary of this proposed area would follow the centerline of the Snake River easterly and upstream through the entire length of Lake Walcott. At a point just west of Tule Island, the boundary would continue to follow the Cassia and Power County lines south and east until it intersects the Sawtooth National Forest at the northern boundary of the Sublett Division. At that point, just south of the Houtz Canyon Road, the boundary would extend into Power County by following the eastern line of the Sublett Division.

Continuing south along the eastern boundary of the Sublett Division, the boundary would encompass that portion of Oneida County found within the Division. The proposed boundary would then, upon again reaching the common Cassia and Oneida County lines near Cold Spring Canyon, turn due south toward the Idaho/Utah state line. The southern boundary of the proposed

From this point, the proposed boundary would again turn west following the southern border of Idaho to the point where Salmon Falls Creek crosses the state line into Idaho from Nevada, approximately 2 ½ miles west of Highway 93. The western boundary of the proposed area is then defined by the centerline of Salmon Falls Creek, and from this far southwestern extremity of the proposed area, it would turn northward and back toward the point of beginning at the confluence of Salmon Falls Creek and the Snake River.

The proposed pilot general boundary encompasses the following general breakdown of land by ownership. Note that portions of Twin Falls County, Power County, and Oneida County, do not fall within the proposed boundary and that a portion of the Burley RMA, north of the Snake River, is not included.

OTHER

TOTAL Other: ~ 14,290 acres
(0.66%)
City of Rocks National Reserve: ~ 3,410 acres
Minidoka National Wildlife Refuge: ~ 10,880 acres

TOTAL AREA WITHIN GENERAL PILOT BOUNDARY: ~ 2,180,995 acres

Land Use Within the Pilot Area

The following data illustrates the pattern of land usage throughout the general area of the proposed pilot. Data used originated from the totals for Twin Falls and Cassia Counties and is current through approximately 1999. Some of the area included here is not within the pilot proposal.²

<u>Land Use</u>	<u>Acres</u>	<u>Percent Total</u>
Urban	14,900	0.5%
Agricultural	825,800	28.5%
Range	1,970,100	68.1%
Forest	55,200	1.9%
Water	18,400	0.6%
Wetland	0	0.0%
Barren	8,400	0.2%
Tundra	0	0.0%
Perennial Snow	0	0.0%
TOTAL	2,892,800	100.0%

Environment

This area is characterized by broad stretches of flat to rolling semi-arid plains interspersed with shallow to deep canyons, high elevation desert plateaus, and infrequent mountain ranges. Elevations range from 4,500 feet on Rock Creek near Twin Falls to Cache Peak in Cassia County at 10,339 feet above sea level. Precipitation ranges from 10 to 15 inches across this broad landscape. Upon most of the federal land proposed for this pilot, the precipitation comes in the form of snow. The growing season usually lasts from early March until October but varies from year to year. Average winter temperatures vary between 36 degrees as the high to 16 degrees as the low. Summer temperatures vary between 91 degrees high to 57 degrees as the low.

² Land Use acreage for those portions of Power and Oneida counties is not included. Within these counties there are no urban acres included. There is, however, additional acreage of usage in agriculture, range, and forest. Additionally, there is some acreage in water (ex. Sublett Reservoir) and may well be some additional area classified as barren. (Source: 1999 County Profiles of Idaho, Idaho Dept. of Commerce).

In such an environment, water is the central ingredient to all life. Assuring the continued use of quality water resources is high upon the list of local concerns, especially as it pertains not only to crop and livestock production, but also to fisheries, wildlife, and biological diversity within riparian areas across this broad expanse. It is also important to the recreational user. From the perspective of livestock grazing, water sources on these lands are invaluable to the stability desired as an end product through the implementation of this pilot project.

The major sources of crop irrigation water in this area are canals (Snake River origination), deep well pumping, and free flowing streams and reservoirs. The latter, such as Goose Creek Reservoir, are especially important because their sources originate on the federal lands being proposed for management under this proposal. Apart from the agricultural use of the limited water in this area (wells and canals), the water originating from federal land is being closely scrutinized. It is obvious to almost all who use the National Forests and BLM lands that protection and enhancement of these sources determines the future usage.

Conifer forests of Douglas-fir and lodgepole pine dominate the forest landscapes, usually at higher elevations, and are generally confined to mainly the northern and eastern slopes. A sage/grass vegetation type dominates most of the southern and western slopes and high plateau-like terrain. Soils are deep and highly productive with the availability of water in the lower lands and canyon bottoms. At the higher elevations, soils are considerably shallower and less productive, especially on the steeper southerly exposures. Soils in this area are derived from volcanic and sedimentary material.

There is no lack of local environmental issues. Water quality, riparian improvements and protection, and fisheries are of major concern. The stabilization and improvement of habitat for populations of species such as the sage grouse and sharp tail grouse, the control of noxious weed invasion and other undesirable plants, such as juniper, rabbitbrush, medusahead, and cheatgrass, all rank high upon the local list of environmental concerns.

Communities

The principal cities lying within this proposed area include the county seats of Twin Falls and Burley. Other municipalities within the Twin Falls County portion of the area include the cities of Buhl, Filer, Kimberly, Hansen, and Murtaugh as well as numerous other small towns and hamlets, including Hollister, Amsterdam, and Rogerson. Cassia County, all of which is contained within the pilot proposal, similarly contains numerous cities including Albion, Declo, Malta, Oakley, as well as a host of similar small towns and hamlets, such as Almo, Elba, Basin, and Marion.

These communities are exemplary of much of rural America. Similarly, the large and small cities and towns of this area have, for over a century, served as the main cultural, service, and economic centers for larger matrices of land usage, mainly agriculture in its many forms. The use of land and natural resources has sustained and promoted both stability within these communities and a continuing homogeneous connection between the urban and rural sectors of the local population. As elsewhere in many parts of America, these particular rural communities

are closely knitted. For over 130 years, family, church, and economic values have been forged and wedded together within the surrounding landscapes of pastoral agronomy.

Significantly, and as in many other areas of the western United States, there exists an additional element of major consideration when addressing the issue of community stability. Major alterations of federal land management policy can produce substantial effects directly proportional to the amount of the area these federal lands occupy in relationship to those otherwise held in a particular area.

Population

The approximate population currently living within Twin Falls and Cassia Counties is 85,775 people.³ Of that, approximately 42% live in rural areas. Just over 50% of the entire population live within the cities of Twin Falls and Burley. The balance, some 8%, live in the numerous small towns scattered throughout the two counties. Population growth is projected at approximately 1.3 to 1.4% per year in this general area.

The population density of this area is depicted in the following chart.

County⁴	Total	Avg. per sq. mile	% Rural	% Urban
Twin Falls	64,334 ⁵	33.4	36.4	63.6
Cassia	21,441	8.4	57.3	42.7
TOTAL	85,775	19.1	41.7	58.3

Locally, modest growth of the population base is being felt mainly within the larger cities and towns. Meanwhile, the local rural population segment tends to remain stable to slightly declining in total numbers.

Economy

Of the total economic sales occurring within this area, the majority (as it has been for well over a century) continues to be based upon agricultural production in all its many forms. For example, in Cassia County, approximately 82% of the total economic sales are from agricultural production, and about 78% of direct and indirect employment is dependent upon agriculture.⁶

In 1996, the Idaho Department of Commerce produced the following data indicating employment within Twin Falls and Cassia County areas.

County	Farm/Ranch	Ag Services	Government	Other	Total
---------------	-------------------	--------------------	-------------------	--------------	--------------

³ (Sources: *1999 County Profiles of Idaho*, Idaho Dept. of Comm., Twin Falls and Cassia/Minidoka Chambers of Commerce, 1999)

⁴ Does not include Power or Oneida Counties because little or no population is included within the proposed general area.

⁵ Total population for Twin Falls County; some of the population does not live within the proposed area.

⁶ Source: Idaho Association of Counties at web page www.idcounties.org, 1998

Cassia	1,617	691	1,547	8,152	12,007
Twin Falls	2,326	1,260	4,712	28,769	37,067
TOTAL	3,943	1,951	6,259	36,921	49,074
% of Total	8.0%	4.0%	12.8%	75.2%	100%

The value of grazing as one of the major uses of federal lands in this area has been well documented. Within the proposed pilot area there are some 287 grazing allotments established upon these federal lands. In 1999, some 348 individual permittees grazed both cattle and sheep on these allotments. Cow-calf operations dominate grazing use, although some portion is dedicated to sheep. A total of 237,199 AUMs (animal unit months) can be ascribed to the federal allotments included within this proposed pilot area.⁷

The most significant issue with regard to these grazing allotments is the fact that they are primarily used on an annual basis during a period of the year from approximately April 15 to October 15. For over a century, ranchers in this area have used the federal range as summer range, without which their operations would effectively be impossible to sustain. The same is true for the woolgrowers of this area. Therefore, significant reductions in the use of federal range would amount to far more in the way of reduced economic activity than the half-year usage on federal lands would otherwise indicate.

Cow-calf grazing upon federal lands within Cassia County alone has been estimated to generate half the total gross dollar return for ranchers in this area. Annually, and on average, 26,500 calves are produced in Cassia County. Half of their total growth can be attributed to the time spent grazing federal allotments. It has been estimated that the production of these calves generates a value to the local ranchers of nearly \$6.9 million dollars per year, directly as a result of grazing on federal allotments. This dollar figure can be used as one estimate of the direct total monetary value to the local economy derived from federal lands within Cassia County. Similar economic figures exist in Twin Falls County.

Additionally, and as with any agricultural product produced from the land, a multiplying factor comes into effect when such products become initiated into other associated industries and “value-added” enterprises. Such is the case with livestock as well. The University of Idaho conservatively estimates that for each dollar of net return from cow-calf grazing, a minimum of \$5.00 is generated in overall economic activity. In the case of cattle grazing in Cassia County itself, 1998 figures totaled over \$34.0 million dollars, most being generated locally.

Other significant added values to both the local and regional economy are generated through following cattle operations after grazing such as “Warm Up” and “Finish Feeding” lots where cattle are progressively fattened prior to eventual final sale and slaughter. These added economic impulses have been estimated to contribute toward an overall total generation of nearly \$62.6 million to the local, regional, and interstate economies.⁸

⁷ Source: BLM AUM's from Cassia (1982) & Twin Falls (1984) Resource Area RMP's, Burley BLM District, Burley, ID.; FS AUM's from personal communications, Sawtooth NF.

⁸ Source: R. Garrard, Cassia County Extension Agent, U of I. report, *Economic Impact of Livestock Grazing On Public Lands*

Within the past decade, concerted local efforts have been made toward diversifying this area's economy, especially within the manufacturing, service, tourism, and recreation sectors. These efforts have resulted in the attraction of several significant employers in the manufacturing and service sectors and some are again agricultural based.

Tourism has received much attention and expansion since this area is home to many outstanding attractions. Outdoor recreation, in its many forms, has also added to the economic base of the area economy in recent years. This economic sector has grown significantly, especially because the local people are themselves recreation enthusiasts who use their many local opportunities at approximately 1 ½ to 2 times the national rates for almost every category.⁹

Each of these sectors of the local economy has been successfully established near or within the two principal hub cities of Twin Falls and Burley. Much of the recreational economic activity, although originating in or near these two cities, is focused heavily upon the outlying rural private and public lands within the pilot area. Much of the countryside surrounding these two metropolitan hub cities remains in its former rural cast where agriculture and livestock grazing remain the economic mainstay and where public land remains the largest segment (almost 60%) of the total land base.

PROPOSED PILOT MECHANISMS

Assumptions In Pilot Project Proposal

For the purposes of this proposal, the following assumptions are made:

1. *Adherence to applicable state and federal laws will be required.*
2. *The management of land and resource uses will be done in a thoroughly businesslike manner subject to frequent accountability checks.*
3. *A variety of land and resource uses will continue.*
4. *Valid existing rights will be honored.*
5. *The responsibility for fire control will remain with the federal government.*

Pilot Trust

This proposal is being made in the form of a land management trust, which is a fiduciary relationship in which the trustee holds and manages property (corpus) for the benefit of a specific beneficiary(s). In making this proposal, a comprehensive understanding of the legal definition of trust terms is required (See U of I, 1998 PAG Report, Table 5-8, page 84). To complement this information, it is useful for each of these terms to be explained further in the context of this proposal as follows:

Fiduciary Relationship – places on the trustees the duty to act with strict honesty and candor and solely in the interest of the beneficiary(s).

⁹ Source: 1995 Market Profiles, *The Lifestyle Market Analyst for the County of Twin Falls*

The Settlor - is the entity (person) that creates the trust. In this case, it is assumed that the Congress of the United States of America will become the settler.

Trustees - is the person(s) holding property in trust for the beneficiary. In this proposal, it is envisioned that the trustees will oversee the management of these public lands so as to provide benefits for the beneficiaries each year. Under 5.1.4, Trustees, of the Task Force Report (page 20), recommendations were made regarding designation of the Trustees. This pilot is proposed in full support of the recommendations as written. The five-member board of trustees would consist of three trustees appointed by the Governor of Idaho, one appointed by the Secretary of Agriculture, and one appointed by the Secretary of the Interior, the federal appointees made with the advice of the Governor of Idaho.

Trust Property – is the property or asset, otherwise referred to as the corpus that is held in trust. In the context of public land management, the property interest or asset to be managed on behalf of the beneficiary(s) is the land and resources themselves. In this proposal, and in order to conform to current federal land management agency administrative boundaries, the project area embraces most of the Burley Resource Area and all of the Burley and Twin Falls Ranger Districts of the Sawtooth National Forest.

The Beneficiary - is the entity for whose benefit the trust property (corpus) is held in trust. The trust requires designation of beneficiaries as recipients of the benefits. Beneficiaries are not directly involved in managing the trust but have legal standing to challenge decisions made by trustees or trust managers if those decisions are inconsistent with the trust mandate to manage for the beneficiaries.

The beneficiaries of this trust are proposed to be local communities, users of resources and future generations. Each of these beneficiaries have a mutual interest in maintaining the viability, health, and productivity of the land and resources since that perpetuates the capacity of this trust to support the interests of each beneficiary in kind.

The Trust Instrument - is the manifestation of the intent of the settlor by which the property interests are vested in the trustee and beneficiary and by which the rights and duties of the parties (otherwise known as the trust terms) are set forth in a manner that admits of its proof in judicial proceedings. For the purposes of this proposal, it is anticipated that a trust instrument will be in the form of legislation passed by Congress and signed by the President setting aside the proposed pilot area. Such legislation will establish and define the three essential elements of a trust. These elements are:

- A clear expression of intent
- A description of the beneficiary(s)
- An ascertainable property interest

Trust land management, as a concept, is well established in both the private sector and in state government. The trust land management alternative offers many positive attributes that foster the potential for sustainable resource management most acceptable to the proponents of this pilot project.

The four principles of a trust are clarity, accountability, enforceability, and perpetuity. A key advantage of a trust is that, since it is a legally defined entity, its structure and mission cannot be changed without legal action and significant effort. This provides stability in planning and decision-making. Stability is the outcome most desired from the foundation of long-term resource management and, in this proposal, it is the major incentive for choosing this alternative.

For the purposes of further describing this proposal, much reliance and reference is made to several publications dealing with trust land management. These references include those referenced by the Idaho Federal Lands Task Force in their report, *New Approaches for Managing Federally Administered Lands* (1998). Additionally, extensive use is made of the comprehensive work done on the subject by the University of Idaho, Idaho Forest, Wildlife and Range Policy Analysis Group in the report titled *History and Analysis Of Federally Administered Lands in Idaho* (1998).

Establishing a trust of any kind first requires specifying its essential elements and parts. For a trust to exist, first the three elements must be present and clearly defined.

Elements of the Trust

Mission Statement
Trust Beneficiary(s)
Trust Property

Mission Statement

The Twin Falls/Cassia Resource Enhancement Trust Mission Statement is:

Provide sustainable use and enhancement of local ecological assets while balancing established and emerging cultures.

Trust Beneficiary(s)

A trust cannot be created unless the Settlor “manifests an intention to impose duties which are enforceable in the courts” (U of I, PAG Report, pg. 85).

A key characteristic of a trust is the clarity of the mission: the trustee is obligated to manage trust resources for the benefit of the beneficiary. Mission clarity gives trustees and trust managers a well-defined purpose to guide decision-making. This clarity also gives beneficiaries a basis for judging the decisions and actions of the trustees and managers and holding them accountable to the trust mission.

Three beneficiaries are proposed for the Twin Falls/Cassia Resource Enhancement Trust proposal. They are proposed to be those entities *most capable of representing the interests of local communities, users of resources, and future generations*. Each of these entities have mutual interests in maintaining the viability, health, and productivity of the trust assets. The same

mutual interests promulgate and perpetuate the capacity of this trust proposal to support the interests of each beneficiary in kind.

Future Generations
Users of Resources (includes water, wildlife, range)
Local Communities

Trust Property

Finally, there must be a property interest that exists or is ascertainable and is to be held for the benefit of the beneficiary(s). In the context of public land management, the property or tangible assets to be managed is the land and resources themselves. In this proposal, and in order to conform to current federal land management agency unit boundaries, the project area embraces most of the Burley Resource Area and all of the Burley and Twin Falls Ranger Districts, otherwise referred to as the “southhalf” of the Sawtooth National Forest. This proposed area represents the body of this trust and is described with some detail under Article I., Proposed Area.

Parts of the Trust

Trust Management System
Trust Assets
Trust Benefits

Development of a trust pilot project also requires that a delineation of all its parts be made, and that they be defined and described. It also requires that management and fiscal processes be fully outlined and described.

Trust Management System

The management system proposed for the Twin Falls Cassia Resource Enhancement Trust illustrates a clear and continuous connection between the three essential portions of the management system being proposed: Trustees, Manager, and Local Steering Committee (LSC). The Management Planning, Decision Making, Fiscal, and Public Participation Processes, as described within the Federal Lands Task Force Report (pages 17 through 27) form the foundation for this proposed trust pilot project.

The Trustees

Trustees provide the oversight and broad policy direction consistent with the purpose and intent of the trust. The Trustees serve as the final decision-making authority for public appeals of decisions made by the trust manager and are responsible for the broader policy decisions within which the trust manager operates. They are responsible for ensuring that the manager achieves the trust mandate. The five-member board of trustees would consist of three trustees appointed by the Governor of Idaho, one appointed by the Secretary of Agriculture, and one appointed by

the Secretary of the Interior. The federal appointees would be made with the advice of the Governor of Idaho.

The Trustees would select the Trust Manager from a field of prospective and capable candidates who are knowledgeable of and experienced with the proposed pilot area. The selection of the manager could be made from either within the existing federal agencies or from a field of other qualified candidates with the credentials necessary to successfully accomplish the purpose of the pilot proposal

The Trustees will also appoint a Local Steering Committee (LSC) from the population living within the proposed pilot general area boundary. Candidates will be nominated by local interests and chosen by the trustees with the advice of the county commissioners. Their selection will be based upon individual qualifications, credentials, demonstrated successful ability to collaborate with others, and their willingness to serve a minimum term of three years.

Trust Manager

The trust manager reports to the trustees, implements their policies, and ensures those policies are consistently applied through each plan and project. The manager designs and implements projects in accordance with the plans, and is responsible for all planning and directing on-the-ground operations of trust land management. The trust manager makes on the ground land and resource management decisions. The LSC provides a point of local contact for both manager and trustees.

The manager reports to the trustees and the trustees have the authority to override the decisions of the trust manager if they believe it to be in the best interests of the beneficiaries. The trustees also serve as the final decision-making authority for public appeals of decisions made by the trust manager.

The manager would choose the management staff. Individuals with both credentials of experience and knowledge of the proposed pilot lands, resources, and uses will constitute the body of the staff. They will represent the major scientific and business management disciplines deemed needed by the manager to efficiently and economically manage the pilot and to achieve the intent of the project.

As with any experimental endeavor, the flexibility and authority to modify the management structure, as determined by need, is essential. It is possible that some adjustment in the type of skills represented on the existing agency staff would take place because the mission of the pilot is different.

Limitations in size, imposed largely by budget restraint, will ultimately determine the eventual minimum size and cross-section of skills in the staff structure. The manager, however, must be continuously afforded as much latitude as possible in the construction and melding of a capable team. As in any successful business, the manager must also have the latitude to either increase or decrease the size and cross-section of the skills of staff, as needed, in order to

accomplish the clear intent of the trust pilot project. The manager must also have, and maintain, disciplinary authority over staff.

The management staff will be responsible for all planning and plan implementation. The planning and public involvement process will guide the operations of the trust manager. The foundation of this process is the five-year plan.

The trust manager will work in concert with, and predominantly rely upon, the assistance of a Local Steering Committee (LSC) in decision-making. This committee, appointed by the trustees from a pool of individuals nominated by local interest groups, will serve as a point of local contact for the trust manager and trustees.

Local Steering Committee (LSC)

The trustees will appoint a Local Steering Committee (LSC) from the population living within the proposed pilot general area as stated previously under *Trustees*. The LSC represents the collaborative element of this pilot project. It will oversee the public involvement process including the collection of public comment. It will conduct analysis of these comments and ensure that they are fairly considered and accommodated as appropriate within the context of achieving the objectives of the pilot.

The purpose of the LSC will be to inform the manager of local needs and concerns and to act as a sounding board for the manager in the local decision-making process. The LSC will manage public involvement in all phases of the planning and appeals processes and simultaneously, be accountable to the trustees for maintaining and perpetuating the same broad policy directives established by the trustees for the manager. The LSC will, on behalf of, and in direct contact with the trustees, act as the trustees' local oversight instrument.

Appeals will be managed by the LSC as described under 5.1.7 (page 21) of the Task Force Report. The LSC will avail itself, as appropriate, to the assignment of Standing Review Committees and Technical Review Teams to assist it in the mitigation of appeals whether they are of an administrative or a scientific nature.

Standing Review Committees (SRC)

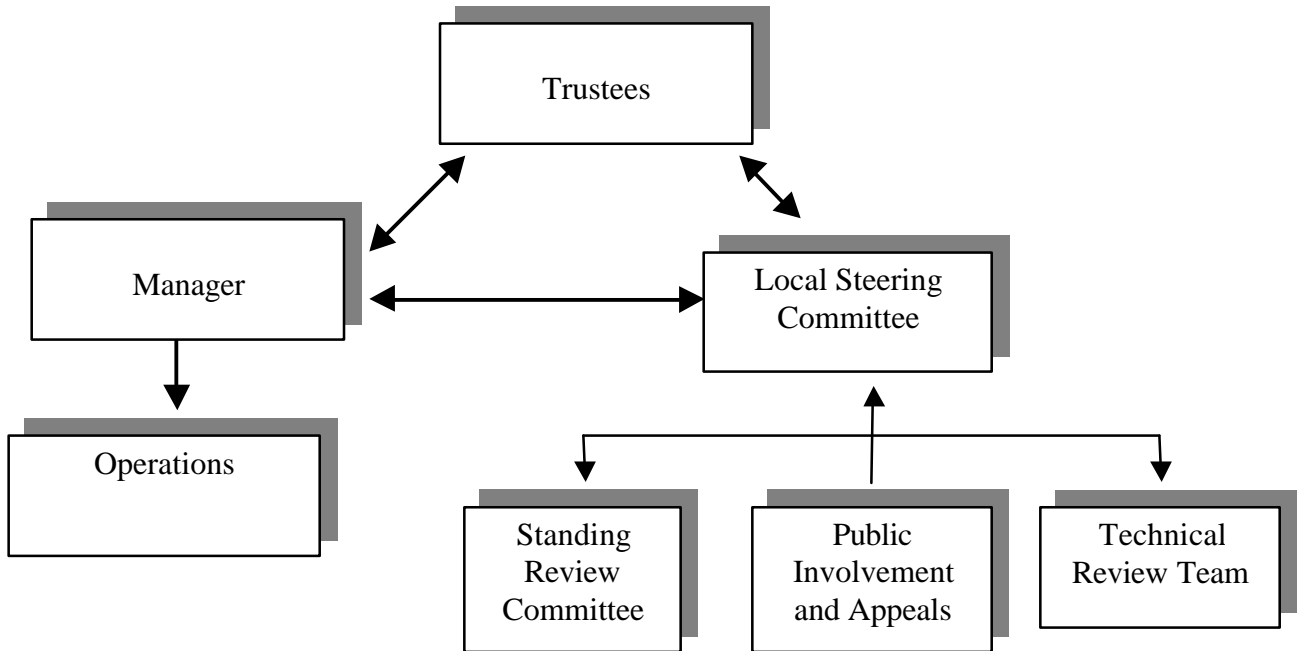
An SRC can be assigned from within the LSC membership for various purposes, including but not limited to, the review of project fiscal activities, public administrative appeals, review of planning documents such as environmental impact statements (5-year plan) and assessments (1-year plans), policy reviews, etc.

Technical Review Teams (TRT)

A TRT can also be authorized and formed by the LSC. These teams may consist of combinations of members of the LSC and management staff working in conjunction with scientific and research experts. Or they may be formed of independent individuals with the specific credentials necessary to advise the LSC upon technical issues and new scientific

information relevant to the functions of the pilot. In its collaborative role, the LSC will review and provide input to the manager on the five-year and one-year planning schedules. The LSC will help the trustees in determining policy and with the monitoring of project operations. The manager, or proxy, will maintain full participation and be included in all LSC meetings and deliberations.

Twin Falls/Cassia Resource Enhancement Trust



Trust Assets

The property interest assets to be managed on behalf of the beneficiaries in this proposal are composed of the land and resources as described in ***THE PROPOSED AREA***. Under this proposed trust, generated cash revenues from historical resource uses in the form of rents, royalties, and other fees, will be treated as a “working asset” rather than as a direct benefit to be dispersed to the beneficiaries. Instead, it is proposed that these working assets be retained and used as a tool meant to augment the essential purpose of the trust, specifically the enhancement of the ecological assets.

Rents include payments received from sales of timber, grazing permits, recreation fees, special use permits, etc. Royalties include payments from mineral leases and sales of land, etc. A more detailed description of these revenues and their various sources are included under ***REVENUE AND EXPENSE SUMMARIES***.

Although limited, revenues are proposed to be used to fund specific enhancement efforts as one of the various operations of this trust. The management plan developed by the Manager, in consultation with the LSC, and subject to the final approval of the Trustees, will define a list of the kinds of enhancement uses these revenues will be used for. The Trustees, with the advice of the Manager and the LSC, will from time to time, review and reconsider this list and modify it as necessary to maintain the mandates of the trust.

For example, it is proposed that monetary assets derived from the sale of timber be retained and used to finance forest health improvement projects; range grazing fees would

be retained and used for range betterment projects; recreation fees would be retained and used to maintain and improve recreation facilities, etc. Royalties, such as those derived from mineral leases, would be retained and used for projects respective to mining. *Sales of land assets would not fall under the purview of this trust*, but would remain with the federal government. Those revenues derived from the sale of land would not be retained and used by the trust.

Trust Benefits

The major trust benefit to be provided is encapsulated within the trust **Mission Statement**. It reads in part, "...to provide sustainable use and enhancement of local ecological assets..." The focus of the trust mandate remains on protecting the corpus over the long term, thereby enabling it to remain a sustainable source of benefits. The term enhancement, in this case, means to advance, heighten, and increase the value of the assets, the land, and resources. Ecological, as a term, is used as an adjective to specifically encompass all of the assets denoted by the trust proposal, including people. The clear purpose and mission of this trust proposal is to protect and enhance the trust assets. Ecological assets are made up of many aspects including both tangible and intangible values. To some, this can mean biological diversity; to others, it could mean ecological integrity, or ecosystem assets. In this proposal, it can mean the environment and all of its assets and values.

This proposal makes the recommendation that the specific beneficiaries be local communities, users of resources, and future generations. Beneficiaries, as described, can each be claimed to connote wide areas of interests, both nationally and locally. It is therefore proposed that those entities most capable of representing these interests, on a local level, be clearly identified.

Benefits, as supplied through the management of this trust, come in several forms of protection, enhancement, and use. They include, but are not limited to, trust land management policies that meet the specific duties of the Trustees.

Management of the Pilot Trust

Proposal Term

As proposed in the Federal Lands Task Force Report, the suggested term of this pilot proposal is 15-years. It is proposed that the Trustees will conduct two interim reviews at 5-year intervals and a detailed final review of the outcome of the pilot project during the final year of its term. Based upon the results and findings of that final review, it is proposed that the Trustees, on behalf of the Beneficiaries, decide this management system is to be extended, modified and extended, or cancelled.

Fiscal Functions

It is proposed that funding for this pilot remain at the FY-1999 level (see REVENUE AND EXPENSE SUMMARIES), as established for both the federal agencies encompassed by

the proposed pilot project area, throughout the term of the project. An exception is made with respect to funds appropriated for fire suppression and pre-suppression costs, as they are not included in this proposal. The pilot proposal includes retention of all revenues collected from rents and royalties. Sales of land would not fall under the purview of this pilot. Should they occur, transactions would remain solely with the federal government. Retained revenues will be utilized as working assets as described previously under *Trust Assets*. All mutual agreements, other than fire control and suppression agreements currently in place, would be assumed and continued as part of the pilot project.

It is proposed that the Trustees conduct a thorough audit of the fiscal process employed by the trust pilot at least once annually. It is proposed that a simplified accounting system be designed during the course of crafting the Management Organizational Plan (see A.2.a. Trust Manager) and submitted to the Trustees for their approval as part of that plan and prior to the implementation of the pilot project. It is also the intent of the proponents that the trust find better, faster and cheaper methods to manage the assets of the trust.

Management Direction

This pilot proposal includes significant changes to the current federal system. These changes include:

1. *A combination of local, state, and federal agencies into a coordinated, efficient management structure;*
2. *A business management philosophy to be employed and fiduciary responsibility and accountability ensured;*
3. *The establishment and utilization of a collaborative local steering committee;*
4. *The employment of verifiable sources of scientific and economic knowledge;*
5. *Incentives for public volunteerism and management participation.*

Whenever and wherever possible, funding resources will be directed toward the use of competitive, contracting for much of the project workload. It is perceived that in so doing, significant extension of funding resources can be realized. At the same time, an improvement in measured amounts of actual work accomplished can be attained. This concept could be especially applicable in those areas of immediate need, such as the control of noxious weeds.

Within the pilot area there are scientific and resource management institutions which could be used more effectively in the course of conducting the management. Utilizing the vast and pertinent knowledge and experience of the offices of the Idaho Departments of Lands, Parks and Recreation, Water Resources, Environmental Quality, and other state and county agencies can significantly expand the ability of the trust management to achieve its goals and extend its ability to make available funding as effective as possible. Additionally, the University of Idaho, Department of Rangeland Resources, and the Cooperative Extension System based in Twin Falls and Burley, both have extensive knowledge and experience with local land resources and should be utilized as much as possible.

Additionally, this proposal includes managed maximum use of share cost and local, volunteered resource-enhancement project efforts. There is much local public support for an expansion of this type of an approach to management and doing so can result in management funds being further extended. Besides imparting a stronger sense of partnership and shared stewardship in the public perception of land management, there are additional valuable benefits to be gained from such activities. These include, but are not limited to, the opportunity to involve the public more directly in the actual management of these lands and resources. Enacting this approach can be a positive opportunity for increasing the education of the general public as well.

Finally, this proposal uniquely includes combining two federal land management agencies under one management system. It offers an opportunity to test the premise that such a combination could result in increased management efficiencies through the elimination of duplication. The ultimate desired result of significant improvements and enhancements to the ecological assets, as well as the protection of the corpus, is embodied in this proposal.

Public Participation

This proposal includes a complete acceptance of the Public Participation Process as described within the Federal Lands Task Force Report. Uniquely, it utilizes a LSC, appointed by the Trustees, in a *collaborative* role meant to expand the ability of the public to participate in the management planning, decision-making, and fiscal activities of the trust. This proposal includes the Federal Lands Task Force Report's detailed description of the appeals and planning processes as written.

Staffing

The proposed trust pilot assumes that current levels of federal staffing and structure will be retained. It is, however, proposed that during the period prior to implementation, the appointed manager will carefully review the existing level and structure. The manager will creatively combine the two as deemed prudent, legal, expeditious, and functional, and make recommendations to the Trustees as to how staffing structure and size might ultimately best be designed toward meeting the goals and objectives of the project.

Facilities And Equipment

The proposed trust pilot also assumes that current federal facilities and equipment will be retained. Again, it is proposed that, during the period prior to implementation, the manager will carefully review these infrastructure items and make recommendations to the Trustees as to how best to efficiently utilize all or parts of the existing facilities and equipment.

III. REVENUE AND EXPENSE SUMMARIES

Initially, proposed management of the Twin Falls Cassia Resource Enhancement Trust will require no more federal funding than the current situation. Upon implementation, it is expected that the local steering committee and trustees will determine ways to more efficiently and effectively manage the lands with decreased annual appropriations.

Although limited, revenues are proposed to be used to fund specific enhancement efforts as one of the various operations of this trust. The management plan developed by the Manager, in consultation with the LSC, and subject to the final approval of the Trustees, will define a list of the kinds of enhancement uses these revenues will be used for. The Trustees, with the advice of the Manager and the LSC, will from time to time, review, reconsider, and modify this list as necessary to maintain the mandates of the trust. For example, it is proposed that monetary assets derived from the sale of timber be retained and used to finance forest health improvement projects; range grazing fees would be retained and used for range betterment projects; recreation fees would be retained and used to maintain and improve recreation facilities, etc. Royalties, such as those derived from mineral leases, would be retained and used for projects respective to mining. Sales of land assets would not fall under the purview of this trust but would remain with the federal government. Those revenues derived from federally approved land sales would not be retained and used by the trust.

EXISTING REVENUE AND EXPENSE SUMMARY

Federal Proforma (BLM and Forest Service)

Revenues Generated from Land Management Operations
FY-1999

	USFS	BLM	Total
Timberland	---	---	---
Recreation Fees	\$26,297	---	\$26,297
Minerals	---	---	---
Grazing fees	\$100,980	\$148,500	\$249,480
TOTAL	\$127,277	\$148,500	\$275,777

Expense for Operations 1999*

Resource Management			
Forestry	\$394,542	---	\$394,542
Recreation	\$201,856	\$93,859	\$295,715
Minerals	\$34,938	\$73,533	\$108,471
Range	\$236,780	\$428,152	\$664,932
Roads	\$48,938	---	\$48,938
Heritage Resources	---	---	---
Wildlife and T&E	\$37,920	\$207,186	\$245,106
Noxious Weed Control	\$36,000	\$30,000	\$66,000
Soil & Water	\$48,168	\$93,477	\$141,645
Resource Monitoring	\$25,925	---	\$25,925
Administration/Overhead	\$175,252	\$305,886	\$481,138
TOTAL	1,240,319	1,232,093	2,472,412
Total revenues available less expense for operations			(\$2,196,635)

*Funds for fire suppression/administration are not included

POTENTIAL REVENUE AND EXPENSE SUMMARY

Federal Proforma (BLM and Forest Service combined)

Revenues Generated from Land Management Operations

Based on FY-1999

	USFS	BLM	Total
Timberland	---	---	---
Recreation Fees	26,297	---	26,297
Minerals	---	---	---
Grazing fees	100,980	148,500	249,480
TOTAL	\$127,277	\$148,500	\$275,777

Expense for Operations*

Resource Management	
Forestry	\$322,000
Planning/Implementation**	\$170,000
Recreation	\$300,000
Minerals	\$100,000
Range	\$650,000
Roads	\$48,938
Wildlife and T&E	\$250,000
Noxious Weed Control	\$100,000
Resource Monitoring	
Soil, Water, Range, Wildlife, Forestry	\$75,000
Administration/Overhead	\$456,474
TOTAL	\$2,472,412
Total revenues available less expense for operations	
	(\$2,196,635)

* Funds for fire suppression/administration are not included.

**Previously, planning and implementation was supposedly absorbed in each account. This proforma consolidates that function to provide more thorough and coordinated planning and oversight.

Comparisons

Federal agency funding was extensively studied in compiling this report. Information provided a virtual maze of 78 funding accounts, some similar between agencies, some unique to an agency. Tracking funds through these accounts was only partially possible. Of the total amount of money expended by both agencies combined, it is possible to trace approximately 25% to actual field projects. The remaining 75% are not traceable. Freedom of Information Act (FOIA) responses, as received, illustrated that over \$2.8 million was spent by both agencies combined during FY-1999. Of that amount, no credible information was found, nor is audit capacity possible, to explain where and how almost \$2,000,000 was actually used.

The proposed pilot proforma assumes that appropriated funding will remain at the FY-1999 level and will continue to be available during the term of the Pilot. The proforma assumes that combined agency staffing levels remain at, or near, the present size. It also assumes that generated revenues will be retained and used as “working assets.” Working assets are applied directly to those resource uses from which they were derived.

Resource management remains approximately the same except for a proposed shift in management emphasis toward more contracting and administration resulting in less reliance upon force account labor. The proposed proforma budget also includes placing more emphasis upon planning and implementation functions. Funding is increased in wildlife, threatened and endangered species, noxious weeds, monitoring, and recreation. Range administration/overhead, forestry, and minerals have overall decreased with more emphasis being placed on wildlife and threatened and endangered species, such as sage grouse habitat.

Resource monitoring is significantly increased by a factor of three times over current levels. Increased emphasis upon trend monitoring will provide the baseline from which the pilot project can be evaluated.

Administration/Overhead costs of Facilities & Equipment, Offices, Law Enforcement, and Mining Administration have been reduced to illustrate the partial savings expected from the effects of combining agencies.

Of that portion of the federal FOIA information that was traceable, it is apparent that at least 75 to 80% of all funds were expended upon labor in one fashion or another. There were, however, few records supplied which would indicate whether that labor was expended on resource project (field-type) improvements, administration, monitoring, or office work assignments.

It is apparent that trend monitoring receives very little emphasis by either of the agencies. Neither does one of the most pressing issues found within this pilot proposed area, noxious weed invasion and spread. Administration, in all its forms, does receive emphasis. A new management focus, it seems, is sorely needed, especially where such pressing resource problems demand immediate attention and expeditious and applicable use of funding resources.

A notation of the expenses devoted to timber management on the south half of the Sawtooth National Forest should be made here. The forest expended almost \$400,000 in FY-1999 managing timber. In doing so, they harvested a reported 1,736,030 board feet. Emphasis was placed primarily on the issuance of salvage firewood permits, and these activities are accountable for over 85% of the volume sold. FOIA requests did not specify any revenue that might have been collected by the Forest Service in this regard and therefore none was reported. Serious forest health problems are indicated, as well.

This report is written with limitations fully exposed to the reader. Without additional detailed information and a willingness to spend enormous amounts of time trying to understand federal spending (assuming the information was provided), there is no pragmatic way in which to determine that an accurate and fair representation is being presented here. The pilot proforma is therefore an estimate only and should be reviewed as such.

PROPOSAL STRATEGIES

The management strategies and economic efficiencies of this pilot proposal will direct management toward measurable positive enhancement of the ecological assets of the area. Ecological assets include ***biologic***, ***economic***, and ***social*** parts. These parts are intertwined in a matrix of mutually dependent connection. The premise of this proposal includes the concept that the stabilization and improvement of each of these individual parts of the ecological base can only positively affect the others.

Management Strategies

The management strategies to be employed by this pilot are based firmly upon the concept that protection and enhancement of the biological part of the ecological assets creates the foundation from which the stability and enhancement of the others stem. Conversely, healthy economic and social bases provide the vehicles needed to promote and maintain the continuation of the protection and enhancement of the biological part.

In order to provide the vehicles needed, management will be modified to include more responsibility and frequent accountability of the economic part of management. At the same time, the present management system will be modified to include the social part through an increase in direct local public involvement with the management decision-making process.

The pilot proposal is based squarely on achieving measurable results and positive outcomes through altered management strategies over the term period. In order to frequently track results, an *aggressive application of trend monitoring* will be employed. This will include monitoring of the health and diversity of range and forest vegetation, water quality, and wildlife and aquatic species. Collection and appreciation of monitoring data will provide the baseline from which management strategy can be applied, and flexibly modified over time in order to reach the goal.

Application of funding will be modified. *Expenditures will be strategically directed* toward more use of outside contracting in order to maximize accomplishment and make a

maximum use of staff expertise while, at the same time, minimizing the costs of overhead, insurance, and equipment. Economic expenditures will include the application of working assets obtained from the collection of rents. These expenditures will be directed specifically at enhancement projects of those identified associated resources from which they emanate. A more direct system of meeting monetary obligations to local government is included in the proposal.

An increased use of public participation in the management is an asset to be tapped. The creation of a collaborative LSC, the extended use of local, state, and regional sources of scientific knowledge, and the expansion of local volunteerism can illustrate that the concept of concentrated local involvement can be effectively employed in achieving the balanced objectives of the pilot project.

Economic Efficiencies

Combining two separate land management agencies under one functional system can result in significant positive change in the way these ecological assets are protected and enhanced. Singular management strategies, based upon the clarity of a common goal as expressed in the pilot mission statement, can be directed toward common ends. Duplications of effort in many areas of endeavor can be eliminated.

Extension of available funding and working assets can be realized. Simplification of the manner in which funding assets are dispersed and audited will build public confidence in the management direction. Planning and scheduling efficiencies can be realized by annually providing stable funding sources that can be used for long-term achievement of goals, such as those identified in the five-year plan. Emulating the pilot management system after the simplified methods used by the State of Idaho will reduce administrative costs and extend the ability of management to direct additional effort toward achieving the goals of the pilot.

CONCLUSIONS AND RECOMMENDATIONS

The Twin Falls/Cassia Resource Enhancement Trust proposal is unique. It proposes to combine two separate federal agencies under a single management structure. Simultaneously, it combines two distinctly different types of landscapes and resources, grasslands and forests. It proposes to combine shared and similar resources, such as water, fish and wildlife, and recreation resources, under a single, yet common set of management enhancement and protection strategies.

Furthermore, the proposal is an attempt to expand upon the concept that a more concentrated use of collaborative local involvement can aid in achieving the singularly clear mission of management. The proposal is designed to eliminate the primary causes of public land management “gridlock” by embracing the four trust land management principles of clarity of mission, accountability of the system, enforceability of the law, and perpetuity of resources. These principles are firmly imbedded within the body of the proposal.

It is a common perception that trusts are limited solely to monetary interests. It is true that much historical use of the trust concept has been applied in such a manner, and very

successfully so. There is, however, equal proof that use of the trust concept can be successfully applied to other endeavors of merit. One excellent example of this is The Nature Conservancy (Mann and Plummer, 1995). The trust is one of the world's oldest and most successful forms of conducting affairs where the trustees are required by law to act with "undivided loyalty" to the beneficiary(s). In this respect, this proposal embodies significant alteration of the basic incentives that underpin the policies and practices used in managing these ecological assets today.

This trust proposal is not based upon the management of monetary assets. It is designed to include making use of its limited revenue generating capacity and place it directly toward the achievement of trust mission objectives. Maintaining the level of existing federal funding, however, and combining it with use of self-generated "working assets" derived from resource uses, can provide the economic foundation needed. Doing so would stabilize the monetary budgets of management as well as provide for the sustainability and stability of local economies. There will be continued use of pilot area resources including recreation, grazing, mining, and timber.

The proposal includes embracing the seven functional objectives that were established in order to guide the Idaho Federal Lands Task Force in its deliberations. It includes involving the public on an expanded collaborative level with management and the trustees thereby creating a national to local connection composed of the common principles which bind the trust; clarity, accountability, enforceability, and perpetuity.

The proposal also includes acceptance of the Task Force recommendations for streamlining the planning and decision-making processes, an acceptance of the Task Force recommended appeals process, and places emphasis upon providing protection and enhancement of the resources while bringing stability to the local communities of people.

Admittedly, the trust concept is complex and will not be easily understood by the general public. This proposal is no different. The argument can be made, however, that the complexities and inadequacies of the current system(s) is one of the major causes of much local and national frustration, mistrust, and confusion all of which only serve to exacerbate the conflict between opinions and perceptions.

The Twin Falls/Cassia Resource Enhancement Trust proposal advances Chief Jack Ward Thomas' suggestion that "it is time to deal with this problem in a comprehensive fashion." It proposes that a meaningful test be attempted. A test, which, even on a small scale, could ultimately point the way toward a better system of management and, perhaps a wider application in the future. Likewise, "thoroughly businesslike management," as proposed by this pilot project, and by President Roosevelt so long ago, if applied to these lands, will prove that their "usefulness" as a "good investment for the nation" can be, after all, fully realized.

A hearty recommendation is hereby made to the Idaho State Board of Land Commissioners that, after carefully considering its drawbacks and merits, they grant approval and allow the proposal to be included in the continued implementation of the Task Force recommendations.

The proposal, although certainly complex, is elementary in its reasonableness. Its probability for success certainly depends upon the clarity of its purpose, the enforceability of its terms, the accountability of its systems, and the perpetuity of its effects. Only time and experiment can prove these tenets to be true. The ability to monitor and collect the data needed to illustrate its accomplishments over the term of the project must be instituted at the outset in order to provide these proofs. In contrast to accepting continued gridlock, it is conceivable that this proposal can result in achieving the positive ends desired and deserves the opportunity to be attempted.

This project was originally proposed by Bill Bachman and Resource Concepts, Inc. on behalf of local ranchers, recreationalists and elected officials. The project was further refined by the Working Group, Northwest Concepts, and the Idaho Cattle Association.